

## INTERGOVERNMENTAL COOPERATION

Intergovernmental communication, coordination and cooperation can make a significant difference in the implementation and administration of a comprehensive plan. Intergovernmental cooperation can be developed over time. This section explores the relationships between the Village of Deer Park and Town of Emerald and other municipalities, agencies and others; identifies existing and potential conflicts and offers processes to resolve conflicts and build cooperative relationships.

### *EXISTING INTERGOVERNMENTAL RELATIONSHIPS*

#### **ST. CROIX COUNTY**

The relationship with St. Croix County is the most important intergovernmental relationship in the Town of Emerald.

- Emerald adopted County Zoning in March of 1979 and shares that responsibility with the County. The town relies on county staff reports to provide information about zoning change requests, interpretations, variances, and ongoing enforcement.
- Emerald relies on the County Land Division ordinance for regulation of new development.
- County ordinances regulate shoreland, floodplain, sanitary, non-metallic mining and animal waste in the Town of Emerald.
- In 2000, St. Croix County adopted a county-wide Development Management Plan. The county plan is a broad-based planning framework which addresses county-wide issues but also recommends, as part of its implementation program, that each town develop a local plan. The County Plan commits the county to work with the towns to coordinate and develop consistent goals and policies for comprehensive planning. The County Plan provides basic guidance on land uses and encourages the towns to further refine and expand upon that guidance. Throughout the goals, objectives, policies and implementation program of the County Plan, there are strong incentives that encourage towns to develop local plans. Once those local plans are developed, it is the county's intent to adopt those plans and work to implement them through the county's zoning and land division ordinances. The county is in the process of updating its plan.
- The town works with the Planning and Zoning and Land and Water Conservation departments in the review and approval of proposed subdivisions and in water quality education, monitoring and testing.
- St. Croix County is the Responsible Unit for recycling. The town works with the County Recycling Specialist in the provision of special collection events for town residents.
- The St. Croix County Sheriff's Office provides law enforcement service to the town.
- Public health care services are provided by the St. Croix County Health and Human Service Department.
- The St. Croix County Highway Department provides assistance with street and road maintenance.
- Park facilities at Glen Hills and Pine Lake county parks and recreation bike and pedestrian trails are maintained by the St. Croix County Parks Department.

***Existing Conflicts***

Existing conflicts between the town and county are primarily over the enforcement of county zoning, zoning changes, and how zoning is administered. The intent of the Land Use Element of this plan is to make clear the town's policies regarding zoning changes.

***Potential Conflicts***

Potential conflicts are the interpretation of town policies regarding rezoning.

Another potential conflict is any difference in county and future town land division ordinances. As a result of this plan, the town may develop, adopt and implement a land division ordinance, to resolve any potential conflicts.

***Conflict Resolution***

The town and county would hold joint meetings and negotiations to resolve conflicts.

The Emerald Town Board and Plan Commission can continue to rely on county zoning staff reports for information about zoning change requests.

**GLENWOOD-EMERALD SANITARY DISTRICT #1**

The Glenwood-Emerald Sanitary District #1 offers sewer service to approximately 50-60 residences and businesses in the unincorporated community of Emerald. The district was created in 1969. The town board granted approval for creation of the district but chose not to have a member on the Sanitary District Board. The district has self-taxing authority to operate and maintain the treatment system. The treatment ponds are located along 160th Avenue. There is capacity for about 20 additional residences or businesses. There have been no conflicts and none are anticipated in the future.

**BALDWIN, NEW RICHMOND & GLENWOOD CITY**

The Town of Emerald contracts for ambulance service from the Village of Baldwin and Cities of New Richmond and Glenwood City. The town contracts for fire service from United Fire and Rescue in the Baldwin area and the Glenwood City Fire Department. There have been no conflicts and none are anticipated in the future.

**VILLAGE OF DEER PARK – TOWN OF CYLON**

The relationship with the Town of Cylon is the most important intergovernmental relationship in the Village of Deer Park. The Town of Cylon and Village of Deer Park work very closely together on numerous shared services, including the Deer Park Community Center, the Deer Park Area Fire Department, the Deer Park First Responders, the Recycling Drop Off Center and the Deer Park Library.

***Existing Conflicts***

Historically, they have found intergovernmental cooperation to be very beneficial and fiscally responsible to all their residents.

***Potential Conflicts***

The positive relationship between Deer Park and Cylon is not anticipated to change during the time frame of this plan.

One potential conflict could be over the village annexing land in the Town of Cylon and exercising extraterritorial plat review in the town.

***Conflict Resolution***

As they have shown in the past, if any conflict were to occur between Deer Park and Cylon they would meet to discuss and negotiate a solution.

**CITY OF NEW RICHMOND**

The Village of Deer Park contracts with the City of New Richmond for ambulance service. There have not been any conflicts between the city and village and none are anticipated.

**ST. CROIX COUNTY**

Deer Park has a very good relationship with St. Croix County and does not anticipate that relationship changing during the time frame of this plan. If there were any conflict, the county and village would meet to discuss and negotiate a solution.

- St. Croix County is the Responsible Unit for recycling.
- The St. Croix County Sheriff's Office provides law enforcement service to the town.
- Public health care services are provided by the St. Croix County Health and Human Service Department.
- St. Croix County Aging and Disability Resource Center operates programs at the Community Center.
- The St. Croix County Highway Department provides assistance with street and road maintenance.

**SURROUNDING TOWNS**

The towns surrounding Emerald and Deer Park are in various stages of considering, adopting or implementing comprehensive plans.

- The towns of Cylon, Baldwin and Erin Prairie have adopted comprehensive plans.
- The Town of Glenwood has determined a comprehensive plan is not needed at this time.

Conflicting land use policies between adjacent communities can effect land use patterns and have desirable or undesirable effects. Deer Park and Emerald will notify neighboring towns when major policy changes occur, and encourage neighboring towns to consider comprehensive planning and develop joint solutions to issues of mutual concern. Emerald and the neighboring towns have historically had good cooperation on road construction and maintenance costs and have a good relationship where concerns are discussed and resolved. The town expects this good relationship to continue.

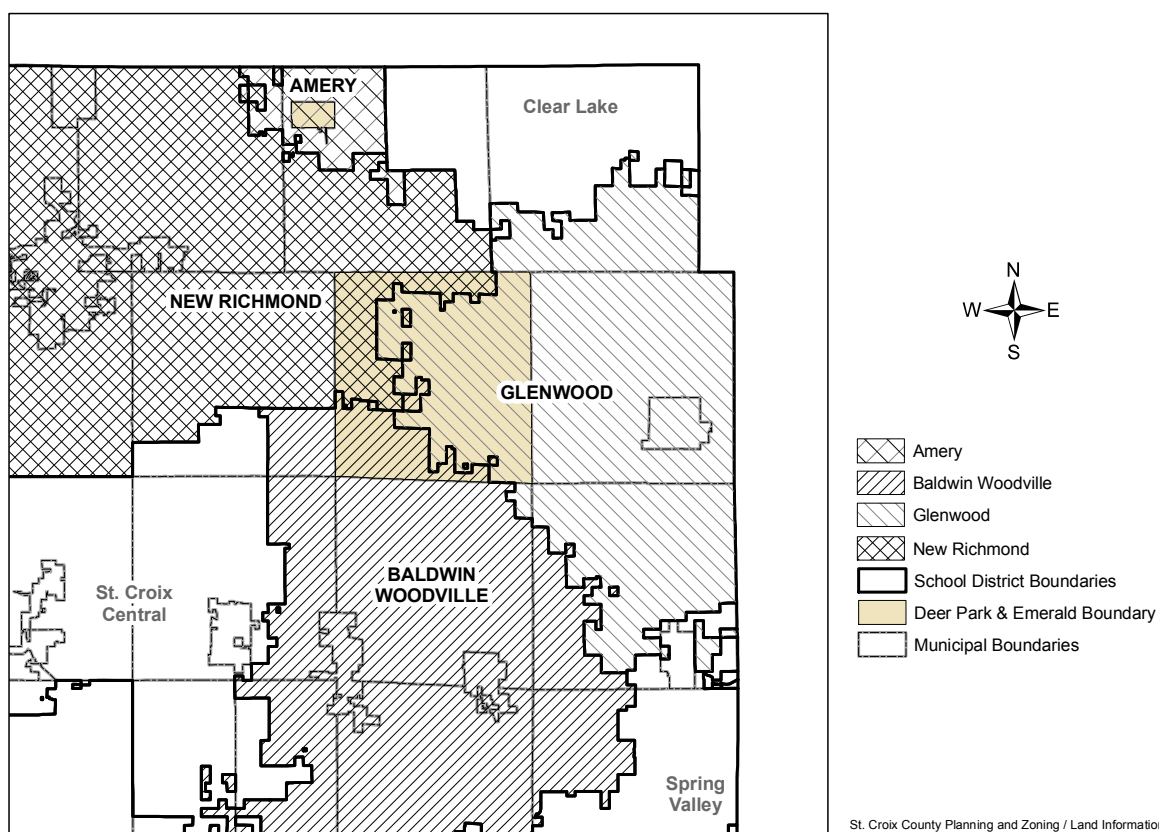
## SCHOOL DISTRICTS

The Town of Emerald is served by three different school districts, Glenwood City, Baldwin-Woodville and New Richmond, as shown in the adjacent map. The Village of Deer Park is served by the Amery School District, also shown on the map.

Many of the school districts have recently completed long range plans and have contacted local officials concerning anticipated land use decisions. The town and village will continue this communication and make this comprehensive plan available to the school districts. The village and town will work with the schools to encourage multiple uses of school facilities.

School district boundaries cannot be changed without approval from both school districts and school boards and approval by the Wisconsin Department of Public Instruction.

### Deer Park & Emerald School Districts



## WEST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

The West Central Wisconsin Regional Planning Commission (WCWRPC) located in Eau Claire serves all of St. Croix County. The WCWRPC provides a variety of services to local governments including preparation of town plans, plan and ordinance amendments and special studies. The Town of Emerald and Village of Deer Park will continue to work with and support the regional planning commission when applicable.

## STATE OF WISCONSIN AGENCIES

Various Wisconsin agencies including UW-Extension, Department Of Transportation, Department of Natural Resources, Department of Industry Labor Human Relations, Department of Ag Trade & Consumer Protection, Department of Administration, Department of Commerce and others provide services or have land or highways in the Village of Deer Park and Town of Emerald. Each community will continue to work with and support these agencies when applicable.

## *ANNEXATION*

In Wisconsin, cities and villages cannot initiate annexations. Town landowners have to petition for annexation; then cities and villages have to determine whether or not they are willing to annex those parcels. Towns may object.

If towns are concerned about annexations, the towns should study why residents decide to petition for annexation:

- Do residents want services the town is unable to provide?
- Does annexation increase the marketability and value of their property?
- Is the annexing municipality more willing than the town to address their concerns?
- What other issues are involved?

Once the issues have been identified, a town needs to determine what measures it can, and is willing, to take to address them. Boundary agreements, shared tax revenue, or other forms of intergovernmental agreement can be pursued by the towns to protect boundaries from annexation. Likewise, an effort must be made to educate residents about the benefits and downfalls of annexation.

## *BOUNDARY & ANNEXATION AGREEMENTS*

Wisconsin Statute §66.0307 authorizes local municipalities to enter into an agreement that sets a mutual boundary line between the two municipalities. The Town of Star Prairie and City of New Richmond are working on a boundary agreement. The City of River Falls and Town of Troy developed a boundary agreement but it failed to get sufficient voter support to be adopted.

Boundary agreements can address a wide range of issues between a town and village or city, such as time frame, activities, and terms under which land would be attached, land use control and zoning, extension of water or sanitary sewer service, assessments, fees, highway construction, revenue sharing, police and fire protection. A joint commission is generally created to oversee administration of the agreement.

## **DEER PARK INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES & POLICIES**

**Goal:** Continue and enhance mutually beneficial intergovernmental relationships promoting coordination and cooperation with the Town of Cylon, St. Croix County, Amery School District, State of Wisconsin and U.S. Fish and Wildlife Service.

**Objectives:**

1. Continue to promote, utilize and coordinate shared public services through agreements where such agreements provide efficient, effective and improved public services at lower costs.
2. Maintain and enhance communication with the Town of Cylon and St. Croix County, in order to identify and resolve potential conflicts.
3. Create partnerships and utilize intergovernmental agreements when appropriate to achieve Deer Park's goals, objectives or policies as outlined in this plan.
4. Work with other local governments, state agencies and school districts on land use and community development issues and protection of natural resources as needed.
5. Engage in and support processes to resolve conflicts between the plans of the village and other governments with overlapping jurisdiction.
6. Coordinate multi-jurisdictional (town, village, city, county, state) transportation system improvements and maintenance in Deer Park.

**Policies:**

1. Provide a copy of this comprehensive plan to all surrounding local governments and encourage St. Croix County, state agencies and other interested governmental units to consider this plan's policies and recommendations in making future decisions about land use within or affecting the village.
2. Work to resolve actual and potential conflicts between the village plan and other local plans through open dialogue, cooperative initiatives, and amendments to the Village of Deer Park Plan where appropriate.
3. Continue to work with the Town of Cylon in the provision of joint services when it will result in better services and/or cost savings.



Members of St. Paul's Evangelical Lutheran and Trinity United Methodist churches make up the Calvary Cemetery Association. Calvary Cemetery is located outside the Village in the Town of Cylon. Photo by Carolyn Mertz.

4. Work with St. Croix County, Amery School District, and local, state and federal agencies to implement policy recommendations outlined in this comprehensive plan.
5. Continue to support and participate in the Deer Park Area Fire Department and the Deer Park First Responders Unit.
6. Continue to contract with the New Richmond Ambulance Service.
7. Continue to utilize St. Croix County Sheriff's Office for law enforcement.
8. Continue to work with WDNR in monitoring and testing of the wastewater treatment system and individual wells to assure public health and groundwater quality.
9. Work with and through St. Croix County to expand education, information, special collections and related services for the county recycling and hazardous waste programs.



The U.S. Post Office building in Deer Park. Photo by Carolyn Mertz.

10. The village will stay aware of school building facility issues and promote shared public facilities so residents can use school facilities for public meetings and recreation when appropriate.
11. Encourage St. Croix County to improve County Road H for bicycle traffic with a 3-4 foot paved shoulder and signage on the pavement.
12. Encourage St. Croix County to continue to provide transportation services for elderly and disabled residents.
13. Work with the Wisconsin Department of Transportation to ensure that the Village of Deer Park's transportation system is coordinated with surrounding systems and that Deer Park's interests, especially regarding STH 46, are well served when major transportation facility improvements are proposed.
14. Work with the Town of Cylon and St. Croix Economic Development Corporation to attract and site appropriate commercial businesses, which will benefit both the village and town.
15. Work with the Town of Cylon to coordinate land uses and to develop transition areas between the village and surrounding agricultural lands in order to preserve farming in the town.
16. Work with US Fish & Wildlife Service (USFWS) to improve the safety of village residents near the USFWS land during hunting season. Educational signage would be one option.



17. Coordinate and work with other governmental agencies, such as the WDNR and US Fish & Wildlife Service, to protect natural resources, especially those that cross political boundaries such as the Willow River and its watershed.
18. Cooperate with the State Historical Society, St. Croix County, surrounding communities and local agencies on surveys of historic and archeological resources in the village.



St. Paul's Evangelical Lutheran Church is an important cultural resource in the Village of Deer Park. Photo by Carolyn Mertz.



## EMERALD INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES & POLICIES

**Goal:** Continue and enhance mutually beneficial intergovernmental relationships with other governmental jurisdictions including surrounding town, county, state and federal levels.

### Objectives:

1. Continue to promote, utilize and coordinate shared public services through agreements where such agreements provide efficient, effective and improved public services at lower costs.
2. Maintain and enhance communication with neighboring towns and St. Croix County in order to identify and resolve potential conflicts.
3. Create partnerships and utilize intergovernmental agreements when appropriate to achieve Emerald's goals, objectives or policies as outlined in this plan.
4. Work with other local governments, state agencies, school districts, etc. on land use and community development issues of mutual concern and to develop and enforce appropriate land use regulations to maintain rural residential quality.
5. Utilize intergovernmental cooperation to protect natural resources.
6. Coordinate multi-jurisdictional (town, village, county, state) transportation system improvements and maintenance in the Emerald area.



The Town of Emerald works with St. Croix County and state and federal agencies to enforce regulations and require permits. Photo by Rene' Speer.

### Policies:

1. Provide a copy of this comprehensive plan to all surrounding local governments and encourage St. Croix County and other interested governmental units to consider this plan's policies and recommendations in making future decisions about land use within or affecting the town.
2. Work with St. Croix County, adjacent cities, villages and towns; the regional planning commission; and state and federal agencies to identify and resolve actual and potential conflicts between the Emerald Town Plan and other plans through open dialogue, cooperative initiatives, and amendments to the Emerald's Plan where appropriate.

3. Work with surrounding communities to encourage an orderly, efficient land use pattern that preserves farming and natural resources and minimizes conflicts between urban and rural uses.
4. Pursue the provision of joint services with neighboring municipalities when it will result in better services and/or cost savings.
5. Work with St. Croix County and state agencies to promote the proper approval process, placement and monitoring of new on-site wastewater systems and water wells, appropriate maintenance and replacement of failing older systems and wells as a means to protect public health and ground water quality.
6. The town will stay aware of school building facility issues.
7. Continue to contract with neighboring municipalities for emergency ambulance and fire services.
8. Utilize the St. Croix County Sheriff's Office for law enforcement.
9. Work with and through St. Croix County to expand education, information, special collections and related services for the county recycling and hazardous waste programs.
10. Work with the Wisconsin Department of Transportation (WisDOT) and St. Croix County to ensure that the Town of Emerald's transportation system is coordinated



CTH S and the railroad bridge are two facilities in Emerald maintained by other agencies.  
Photo by Barbara Nelson.

with surrounding systems and that Emerald's interests are well served when major transportation facility improvements are proposed and constructed.

11. Continue to communicate and work with St. Croix County, WisDOT,

landowners and private developers on the U.S. Highway 63 corridor preservation project to limit development and help preserve the highway as a throughway.

12. Discourage "side of the road" development on State and County highways to prevent congestion and preserve rural character.
13. Encourage St. Croix County to continue to provide transportation services for elderly and disabled residents.

14. Work with St. Croix County to maintain property to ensure a high-quality living environment within all residential areas and to address violations of applicable land use ordinances on residential, commercial and other properties.
15. Work with St. Croix Economic Development Corporation to assist in locating potential new agriculture-related businesses.
16. Work with St. Croix County on the St. Croix County Animal Waste and the Zoning ordinances to improve relationships and operations between large-scale farms and nearby existing residences.
17. Encourage St. Croix County to develop programs such as voluntary purchase of development rights, transfer of development rights and purchase of conservation easements to preserve productive farmland.
18. Work with St. Croix County and state agencies to promote the proper approval process, placement and monitoring of new on-site wastewater systems and water wells, appropriate maintenance and replacement of failing older systems and wells as a means to protect public health and ground water quality.
19. Coordinate and work with other governmental agencies, such as the Willow River Rehabilitation District and WDNR, to protect natural resources, especially those that cross political boundaries such as rivers.
20. Cooperate with the State Historical Society, St. Croix County, surrounding communities and local agencies on surveys of historic and archeological resources in the town.



This substation on 230<sup>th</sup> & CTH DD provides service to the area.  
Photo by Barbara Nelson.